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ABSTRACT

This annual amendment to a Federally funded Massachusetts state plan for community service and continuing higher education concentrates on the improvement of local government. Suggested means include cluster committees for each of four key problem areas (environmental control, health and welfare, economic opportunity, education); development of partnerships, for funded projects, between higher educational institutions and the respective communities served; and improved information processing services. Guidelines for cooperative planning by cluster committees, partnerships, and the State Agency for Title 1 are laid down, followed by criteria for selecting program proposals and by administrative assurances as to the soundness of the amendment. (ly)

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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TITLE I OF THE HIGHER EDUCATION ACT OF 1965

ANNUAL AMENDMENT
to
Massachusetts State Plan for Community Service and Continuing Education Programs
for
Fiscal Year 1970

Adopted June 20, 1969
by the
Massachusetts
Board of Higher Education

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FISCAL YEAR 1970 AMENDMENT

During the Fiscal Year 1970, Massachusetts will continue to concentrate on improvement of local government. This focus was originally selected for Fiscal Year 1968 and continued during 1969.

There are a number of reasons for the decision to continue the same emphasis for 1970. First, the Advisory Council believes that it is preferable to stay with one area of concentration long enough to make a significant impact. Although the decision is subject to annual review, the original plan proposed continuing with local government for several years. Second, improvement of local government represents a pressing community need that has received somewhat less attention outside of Title I as the focus for community service than such matters as public health, housing, conservation or economic opportunity.

Third, the focus provides the broadest possible base for community service and continuing education because matters of government and public policy impinge on the widest imaginable range of community problems, social, political, and economic. Thus, in Fiscal Year 1969, Massachusetts funded programs included projects dealing with local government and public policy as it related to conservation of the physical or social environments, health and welfare, housing, and government services.

Major attention during Fiscal Year 1970 will be directed toward implementation of the state system for community service and continuing education, which has been described in the Appendix to the 1970 Amendment. Specifically the following measures are planned: (1) the creation of no less than four cluster committees; (2) the development of partnerships for each funded project; and (3) development of more effective ways to gather and exchange

information.

In order to describe the tasks proposed for the cluster committees, partnerships, and State Agency, it is necessary to review and refine the meaning of "improvement of local government" in the context of the Massachusetts program. First, government includes all the legal and quasi-legal mechanisms through which citizens manage their community affairs. Second, local government may involve a neighborhood, a town or city, a county or particular region, or the entire state. Furthermore, a region may involve governmental arrangements that cross state boundaries. Third, insofar as we are concerned with community service and continuing education, the improvement of local government means the development of public policy regarding fundamental problem areas and/or the educational preparation of public officers or private citizens to implement public policy. Public policy is made or implemented through certain key processes. Key processes involve individuals or groups and are designated by such terms as citizen participation, relationships between legal and quasi-legal bodies, professional development of public officials, and the disadvantaged.

At the outset cluster committees will be organized for each of four key problem areas--environmental control, health and welfare, economic opportunity, and education. Others may be added later. These particular areas have been selected because of their importance and because they reflect major clusters in the past experience of the Massachusetts Title I program. The cluster committee will be charged with the generation and development of hypotheses or ideas related to its assigned problem area and the key processes mentioned above.

During the past year a consortium of universities (Boston College, Boston University, University of Massachusetts at Amherst, Northeastern,

Tufts, and the Harvard-M.I.T. Joint Center for Urban Studies) has studied problems of local government in Massachusetts. Members of the group have prepared a set of working papers analyzing major issues and suggesting priorities for community service and continuing education. Topics for the papers reflect the range of concern--Problems and Issues of Municipal Organization and Resources; Governmental and Administrative Technology, Inter-Governmental Relations in Massachusetts; The Environmental Setting; Racial, Ethnic, and Social Conflict. These papers will be referred to the cluster committees so that the work of the consortium may be integrated into future developments.

During the first year, cluster committees will not be in a position to provide much in the way of ideas or guidelines because they will just be getting underway. However, participating institutions of higher education and local communities will be encouraged to develop proposals dealing with one of the key problem areas and one or more of the key processes, and communications will be established between the appropriate clusters and the partnerships.

Furthermore, participating institutions will be expected to establish partnerships with the community to provide for cooperation in the planning and development of continuing education programs. During the first year, the existence of a partnership will not be a prerequisite for submitting a proposal, but all awards will be contingent upon the development of a partnership relationship for the operation of Title I programs.

Development of more effective ways to exchange information will be a major responsibility of the State Agency. Informal news bulletins will be used as a regular means of communication, and this will be supplemented by formal or informal meetings to exchange information or discuss common problems. To support the communications process, the Agency will undertake to

set up a small bank of basic data related to community service and continuing education in Massachusetts.

The State Agency and Advisory Council recognize that an integrated system for community service and continiuing education will not be completely developed during Fiscal Year 1970. Objectives for this year are to inaugurate and test major components to provide a foundation for further progress in subsequent years.

APPENDIX TO THE 1970 AMENDMENT

Policies Related to the Development of an Integrated State System of Community Service and Continuing Education

It is the purpose of the Massachusetts program of community service and continuing education to develop a state wide system that is integrated and has continuity. Thus far we have moved through two phases. During the first two years projects were supported in a wide variety of areas with awards for educational programs dealing with community problems such as mental health, social work, poverty, conservation, the arts and local government. Beginning with the Amendment to the State Plan for 1968, the Commonwealth narrowed its focus to concentrate on a single problem area, to improve local government. This represented a first step toward program continuity and integration, but it was only a beginning. By and large programs continued to be discrete projects essentially unrelated to each other or to any common state wide purposes. At this point Massachusetts is prepared to move into a third phase--the creation of a system to support the development of an integrated state program of community service and continuing education that will be directed toward common goals and will have continuity.

Substantively, an effective system must provide ways to permit cooperation between institutions of higher education and the community in all phases of community service and continuing education. This includes generation of ideas or hypotheses, the development, implementation and evaluation of educational programs, and full exchange of information among all parts of the system. Operationally, this means there must be the following components: a place where hypotheses or assumptions related to community service and continuing education are generated; a place where these hypotheses

are translated into educational programs; a place or situation where the program is carried out and evaluated; and a place or mechanism to provide direction and feedback at all points in the system.

The places where these functions are performed will be cluster committees, partnerships, and the state agency.

1) Cluster Committees. No matter what broad area is selected for the state focus, there is a tendency for community service programs to cluster around substantive contemporary problems such as environmental control, health and welfare, transportation, housing, education, and job training or retraining. Clusters will be established around a selected number of such problems.

Cluster committees will consist of representatives of institutions of higher education, the community, and the state agency. There shall be no less than seven members in addition to the agency representative, but may include more if deemed necessary or advisable by the committee. Representation shall be inter-institutional and at least the basic seven members must represent four different institutions of higher education (including the chairman) and three different community organizations or interests. Institutions of higher education will be invited to chair or serve as principal investigators for the cluster committees and will be selected on the basis of project proposals outlining objectives and work activities for a given fiscal year.

The aim of the Cluster committees will be to serve the state agency, institutions of higher education, and the community in the development of an integrated, statewide program and to advise and to assist institutions of higher education in the development of more effective community service and continuing education. The purposes of the Cluster committees will be:

1.1 To generate ideas, hypotheses or assumptions relating the cluster concern to community service and continuing education and to develop preliminary suggestions for ways to implement or test its hypotheses.

Obviously, a cluster committee will not have a monopoly on ideas, but its exclusive purpose will be to think about community service and continuing education, to serve as a clearinghouse for ideas, and to provide integration for the statewide aspects of the program.

1.2 To communicate ideas or program suggestions through the state agency to institutions of higher education.

This purpose should not imply dictation by the committee at the expense of institutional freedom to initiate Title I programs, although it should encourage institutional consideration of state-wide efforts toward common goals. Its main object, however, is to help institutions of higher education place programs they wish to undertake into a common, state-wide conceptual framework.

1.3 To review program ideas developed by institutions of higher education.

The cluster committees will not be responsible for the selection of programs to be funded. The purpose in reviewing programs will be to suggest ways in which a program might be strengthened or be related to a common conceptual framework developed by one of the committees.

1.4 To participate in the review and evaluation of programs that test cluster hypotheses.

The purpose here is not to judge the program but to test the validity of hypotheses or ideas generated by the committees. In other words, after the idea has gone full circle in the operation of an actual program, it should be examined with a view toward refinement, acceptance or rejection of concepts developed by the committees.

2) Partnerships. For each proposal and funded program there will be a second committee consisting of representatives of the institution of higher education and the community for which the community service and continuing education is being developed. The size and composition of the

partnership shall be determined by the institution of higher education responsible for the program. The aim of the partnership will be to strengthen participation and involvement of the community in the planning and development of programs of community service and continuing education. The purpose of the partnerships will be:

2.1 To develop programs that will implement hypotheses developed by the cluster committees.

2.2 To conduct programs designed to test cluster hypotheses and program designs.

2.3 To evaluate and report results to cluster committee and to state agency.

2.4 To consider reports and evaluations from cluster committees and state agency.

3) State Agency. Major responsibility for making the system work rests with the State Agency which provides the place or mechanism for direction and feedback. These functions will be performed by the staff of the Agency and the Advisory Council representing institutions of higher education and the community. Purposes and obligations of the Agency will be:

3.1 To provide leadership at all points in the development of community service and continuing education.

3.2 To work specifically with the cluster committees in the development of hypotheses and assumptions.

3.3 To work closely with the partnerships to review and evaluate educational programs for community service.

3.4 To maintain a clearinghouse for the storage of knowledge regarding community service and continuing education.

3.5 To provide methods for dissemination of knowledge and information regarding community service and continuing education.

Purposes and Criteria for Selection

1. Purpose: To advance community service and continuing education in Massachusetts.

2. Criteria to guide selection:

   2.1 Proposal deals with significant community need and reflects state priorities as specified in the Annual Amendment.

   2.2 Program will strengthen institutional commitment to community service and continuing education.

   2.3 Proposal provides for inter-institutional cooperation.*

   2.4 Program will serve as prototype or model.

   2.5 Proposal provides for a partnership between institutions of higher education and the community.

   2.6 "Title I" program provides the sole or most appropriate source of funding.

3. Purpose: To build a body of knowledge about community service and continuing education in Massachusetts that can support the development of a more effective program in the Commonwealth.

4. Criteria to guide selection:

   4.1 Proposal is based on hypotheses or assumptions regarding community service and continuing education.

   4.2 Proposal is based on prior research, study or empirical data, including data on other relevant community programs.

   4.3 Proposal states objectives and anticipated outcomes in terms that can be measured or evaluated.

   4.4 Proposal provides for specific methods of evaluation.

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*Where appropriate, the State Agency will encourage inter-institutional programs; however, this criterion is not an absolute prerequisite for proposals.

Administrative Assurances

In the development of the 1970 Amendment, the State Agency utilized the report, Title I of the Higher Education Act of 1965: Evaluation of the Present Program in Massachusetts and Recommendations for the Future. This report was based on interviews with a stratified sample of representatives of higher education and the community. Drafts of the Amendment, including the selection of problem areas within the broad focus on improvement of local government, were submitted to fifteen representatives of higher education and the community. Their recommendations were incorporated into a final draft which was thoroughly discussed and approved by the Advisory Council and the Massachusetts Board of Higher Education. (Membership of both groups is also representative of higher education and the community).

In the development of the Amendment due consideration has been given to insure selection of problem areas that may complement but do not duplicate other federally financed programs dealing with similar and other community problems. The decision to continue with the focus on the improvement of local government was made by the Advisory Council after an examination of possible alternatives. The Amendment has utilized a series of working papers on priorities which have been developed by the University Consortium on the Improvement of Local Government, a project funded by the Agency for the purpose of setting priorities and improving the quality of programs under Title I.

Due consideration has been given to the resources of institutions of higher education especially relevant or adaptable to develop and carry out community service programs related to the community problems selected. At least twenty-five institutions of higher education have already had

experience in conducting continuing education programs dealing with the improvement of local government. In the judgement of the Agency, additional institutions have the resources which are capable of development if given support by the State Agency.

Notice of activation will be forwarded to the Office of Community Service and Continuing Education within 10-15 days after the approval of each program by the Massachusetts Board of Higher Education.

In regard to the budget, approximately 10% of the funds available for projects will be set aside to support proposals for the establishment of the cluster committees described in the Amendment. These "committees" will not serve as administrative agents of the Board of Higher Education. They will be projects concerned with community service and continuing education. Grants will be made on the basis of proposals from institutions of higher education which (1) provide for inter-institutional-community cooperation, (2) indicate specific areas for study and research related to strengthening state-wide programs in community service and continuing education, and (3) provide for ways to disseminate results of study to higher education and the community.

The balance of funds available for projects will be used to support new programs or to refund 1969 projects. The State Agency is prepared to entertain proposals for refunding, but decisions will be based on the merits of the proposal and no arbitrary amount has been set aside for this purpose.

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